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The authors doubt whether such a code will be adopted by agreements between employers and employees and regard legislative sanction as necessary. The Kenyon Bill (introduced in the U. S. Senate February 13, 1920) to provide for the settlement of disputes in the coal industry is cited with approval, and also the bill to revive the National Labor Board based upon a similar code. It is heartening to believe with the authors that such principles bear the same relation to the rights and duties of employer and employee as political constitutions bear to the rights and duties of all citizens. "Industrial peace may be an ideal, but for centuries political liberty was only an ideal."

The great value of this book lies in the debate it engenders and in focussing attention upon the fundamental questions at issue. All these principles represent a gain for labor and presumably for society and are acquiesced in by a number of employers, though not by the most vocal groups of the moment. The casual reader will be surprised by the number of statements of principles adopted by Chambers of Commerce, Labor organizations and public groups since the war which include some of these principles. A prudent man will not argue for or against the "open shop" or the "closed shop" without noticing from these statements the several definitions of each and their effects. The authors have done a real service in assembling these statements in an appendix which constitutes nearly half the book. These documents show that the search for an agreement upon an industrial code is proceeding under great pressure and is of paramount interest to the industrial leaders of the United States. The documents in the appendix constitute a section of industrial history since the war which every student will appreciate in such convenient form.

OTTO T. MALLERY.

DODD, WALTER F. *State Government*. Pp. xiii, 578. Price, \$3.75. New York: The Century Company, 1922.

In this, the fifth volume of the Century Political Science Series, Dr. Dodd has employed a method of approach significant

of recent political theory. The book, to let it speak for itself, "seeks to treat state governments, not as something independent, but as the units that go to make up the nation. . . . The work of government is a single task to be done through carefully planned and organized machinery, and by means of careful coöperation in nation, state and local area." (pp. 11, 14). Such an approach lends a basis for a realistic discussion of the administrative problems that have recently come into prominence. The enforcement of prohibition and the development of national subsidies are two outstanding instances. These pose the problem: What is the proper area for the execution of an adopted policy of governmental supervision? Though Dr. Dodd realizes the problem, his treatment is formalistic. Burdened with the task of establishing a thesis, the author's conclusions in this matter are rather anemic.

In the field of the relations between state and local governments, Dr. Dodd is more successful. Here he has more adequately shown the nature of the problem, and more clearly indicated means of solution.

The solution may be summed up in the word Simplify. This, indeed, is the keynote of Dr. Dodd's plea. Recognizing that the work of government has increased, and will in all probability grow in the future, complexity of organization is inevitable. But complexity does not necessarily involve confusion and irresponsibility, though these we now have with us. By making the channels of control clear, the multitude of activities of government should become unified. Policy will be intelligent and intelligible.

To achieve this unity, Dr. Dodd would simplify the structure of government. It is for this reason that he would have a brief constitution confined to matters of really fundamental importance, as opposed to a lengthy constitution whose details must be amended through popular vote at frequent intervals.' (p. 124). It is for this reason that he advocates a unicameral legislature, a unified court system such as that proposed by the American Judicature Society, the short ballot, an extension of administrative rule-making power. For the same reason, local areas

should be so organized that the inhabitants of each community shall be controlled by but one local governing body. (p. 566). The governor should not only be charged with the preparation of consolidated financial estimates, but also with the responsibility for a comprehensive legislative program, and should be furnished with a reorganized administrative system whereby such policies could be executed under responsible supervision. This administrative system should provide not only for supervision and control of the central activities, but also for central supervision of those activities in the hands of local bodies which are function of state nature rather than local.

In short, Dr. Dodd has a well-rounded scheme, based upon illuminating analyses of existing confusions. The chapters on "The State and Its Subdivisions," the "State Executive," and the "Organization of the Courts," are perhaps the best in the book. Those on public opinion are least satisfactory. Dr. Dodd has planned the work with care; the first three chapters present the thesis upon which rests the whole; while the chapters describing conditions contain running commentaries more suggestive of actuality than may be found in any other book on state government. The dull spots, and there are too many, seem the result of a somewhat unsuccessful attempt to put between the same covers a philosophy and a student's text. The

conciseness proper in a brief is frequently sacrificed to the assumed need for paragraph headings. Prolixity perhaps suitable for an introductory reader is incompatible with the punch due a program. Yet, though not comparable with Masterman's distinguished and delightful *How England is Governed*, the volume has the freshness of life, coming from the fact that the author regards his subject as living. The book is easily the best survey of the field yet made. It should do much to dispel the bogey that has lived long with the study of state government.

ALLAN F. SAUNDERS.

ALBRIGHT, GEORGE LESLIE. *Official Explorations for Pacific Railroads*. Pp. vii, 187. Price, \$1.50, in paper cover. Berkeley, California: University of California Press, 1921.

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